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ABSTRACT

The author identifies current trends and forces in special education, reviews models of special education teacher training, and proposes a model voluntary consortium model. The most dramatic development is seen to be the extension by the courts of appropriate education in the least restrictive environment to all handicapped children. Described and rejected are three models of macrosystem teaching training: the Sovietized approach which would involve a highly centralized analysis of needs and allocations, the Institutes of Higher Education Dissemination model which would give colleges and universities the primary training role, and the local needs assessment model which would stress the local education agency as the determiner of needs and distributor of resources. The author prefers the voluntary collaboration model which would involve cooperation among local education agencies, universities, and teacher associations in the planning of training programs. An example of standards in such a program are that existing training centers should take the leadership in defining and distributing training programs so that every child receives services regardless of his location. It is suggested that participation in such a consortium be increased by incentive systems of states and professional organizations. Among criteria given as suitable for evaluating a consortium are increased communication among all units involved. Additional guidelines offered for consortium development includes the avoidance of narrowly based, fixed consortiums that establish territorial rights. (DB)

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Models for Coalitions in Special Education Teacher Training*

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At the risk of seeming to state the obvious, I am going to start out by saying that the ultimate goal of innovations and changes in any aspect of special education is or should be the improvement of the delivery of services to all exceptional children. This principle is the basis of the voluntary collaboration model for special education teacher training which is the core of my presentation here. Other models are possible, of course, and I shall discuss three of them, but, in my opinion, they fail in the improvement of the delivery of services to our ultimate consumers.

In a laboratory situation, one tests models by holding all factors constant except for the introduced variable, measuring the effects, and drawing the conclusions. In special education, we have neither a laboratory situation nor the time to test out hypotheses rigorously. The field itself is in a state of change because of internal trends and it is being rushed to change even more because of outside forces. Because these trends and forces are a necessary background to the voluntary collaboration model I shall present, the first part of this presentation is devoted to them. The second part covers the models I reject, and the third part is devoted to the model I propose.

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Forces and Trends in Special Education

The most dramatic development in special education in the past two decades has been the judicial extension of the Fourteenth Amendment to handicapped children.

1. The "right to education" directives now flowing from the federal courts unequivocally mandate that all children—even the most pr[illegible]ndly handicapped—are to receive an education.

The clear implication of these adjudications is that we must prepare and supply the needed teachers and other staff to conduct programs for severely and profoundly handicapped children. However, very few colleges and universities are adequately prepared at this time to do this job well. Nor should all colleges try. Some school districts may wish to take care of their manpower needs without involving colleges.

2. The education provided for handicapped children must be "appropriate" or suitable to the needs of the individual. It is not enough simply to permit a child to attend school; he must be provided with an individualized program and we must be prepared to justify it.[1]

Although some of us may feel that "appropriate" education has always been a requirement for the education of handicapped children, in fact the courts have recently found that schools have been demitting children because they were "inappropriate" for existing programs. School systems have been directed to create the "appropriate" forms of education so that all children may be well served as valued participants. Someone has said that the difference between conservatives and liberals is that conservatives believe in sorting people among existing institutional niches whereas liberals favor reshaping the niches to fit people. In this sense, the recent court directives are liberal, indeed.

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[1] Wood, Frank H. Negotiation and justification: An intervention model. Exceptional Children, 1973, 40:3, 185-190.

3. Recent court cases clearly indicate that children should receive their education in the "least restrictive environment," that is, they should be educated in the regular classroom and regular schools of the community whenever feasible. If displacement to special settings such as special classes or schools is necessary, it should be only for minimum periods and for compelling reasons.

In a sense, the whole negative cascade by which handicapped persons have been rejected to labeled "set-apart" classes, schools, and institutions has been reversed. The "special" stations are emptying back to the regular schools and classes and other natural environments of the community. "Mainstreaming," which has become the label for this process is under much discussion in the schools these days: How to build support systems for handicapped children in regular programs; how to open up boundaries between regular and special education; how to retrain regular and special education personnel for new roles; and other such questions. I assume that most special educators are willing to help in the process of mainstreaming, that is, to reject the special enclave theory and mode of operation as a sufficient perspective for their field and, instead, to join in broad efforts to build the accommodative capacity for exceptionality in mainstream settings. This cooperation means that boundary lines between special education and regular education are blurred; and that specialized training efforts are targeted on all school personnel.

One of the noteworthy factors contributing to the mainstreaming movement has been the programmatic demission of patients from residential institutions to their home communities. This trend stems from policies in the mental health field which are derived from more general mainstreaming movements. I am aware of the recent, omnious aspects of this trend here in New York. Describing the forced reduction of patient populations in state hospitals, Walter Goodman, in an article entitled "The Constitution vs the Snakepit," published in The New York Times Magazine of March 17, 1974, concluded that "legal victories have a

dark side.... unprepared people are being dumped onto unprepared communities..." (p. 37). Since then, New York State's Department of Mental Hygiene has made a major change in policy. In a private memorandum and directive, hospitals were told that "we should not take the initiative in discharging the patient to the community" (The New York Times, April 28, 1974, pp. 1, 32).

4. Every child—even the most profoundly handicapped—properly makes his claim for education in his local school district.

The assumption here is that local school officials carry the basic obligation to provide, or at least to support, education for each child. They may fulfill the obligation by arranging programs on an out-of-district basis for some children, as in a BOCES facility or elsewhere, but the assumption is that the local educational official carries the responsibility for the appropriateness of such programs. At a minimum, this responsibility would require regular reviews of each child's program, wherever it is conducted, and the initiation of changes as they become necessary.

5. The school district is obligated to offer education to each handicapped child as near to his usual place of residence as possible. For example, if a blind child lives in a sparsely populated area in the northern part of the State, he should receive specialized instruction there—in northern New York State—to the extent that it is feasible. The family should not be expected to move to a metropolitan area for educational facilities or to send the child off alone to some distant place.

This requirement poses a tremendous distribution or delivery problem in special education. University trainees often favor placements in the plush atmosphere of the cities. Since not all handicapped children are there, new methods of distributing trained specialized personnel to points of need are required.

Some further dimensions of complexity in the problems we deal with here center specifically on the problems of training and retraining of personnel. Let me continue the numbered series.

6. The extraordinary changes and developments in special education programs which must be implemented require much retraining of personnel. A large proportion of the resources for conducting the training are lodged in institutions of higher education; but the latter are not the direct object of the recent court imperatives. Thus, there is indicated macrosystem planning, which will include institutions of higher education (IHEs) as well as state and local educational systems. However, in the macrosystem, the schools have the mandate and the colleges have the options—or at least the colleges do not feel the hand of the court so directly.

7. In this state, the Regents have mandated that IHEs (institutions of higher education) conduct their teacher training in a macrosystem or consortium framework but they did not extend the mandate to the other participants. Presumably, all the other participants could tell the IHEs to go to [expletive].

Partnerships in which only one party has the "buy out" option are difficult.

8. It is quite clear that the training activities designed to meet the new and emerging needs will need to be weighted toward an inservice rather than a preservice format. Many school districts are already "oversupplied" with teachers in a general sense; rather than recruit a totally new staff for innovative and expanding programs, the districts may wish to redirect their present personnel into new roles.

The formalizing of inservice education in the macrosystem of collaboration by several participants will present many difficulties. Subset coalitions, for example, between IHEs and professional associations, as suggested by Howsam,

might be attempted as a strategy. The professional organizations themselves might take the ball and run with it, as, indeed, the NEA may be doing in its Teacher Centers. Simply on procedural grounds, working within the larger framework with representatives of all the participants may be desirable but suffocatingly difficult.

9. At the very time that colleges are required to work out their consortiums, there is doubt in some quarters that IHEs should be necessarily involved at all.

For example, the superintendent of schools in Dallas apparently has sent up preliminary signals that his school system will submit its teacher education program to N C A T E for accreditation; it is my understanding that N C A T E has no obvious, categorical basis for rejecting such a request.

The situation calls to mind the proceedings of a conference of distinguished school administrators which was published under the title, The University Can't Train Teachers![2]

Some manpower specialists have suggested recently that there is tremendous wastage of resources in collegiate teacher education operations, and that the placement of graduates from such programs is declining sharply. In this context, I remember a recent public discussion in which a high administrator of a large school system spoke disdainfully of college faculty members who presumed to train his teachers but who could not, in his words, "manage a class" in his city. One of the realities to be considered is that a great many educators have a rather negative, even hostile, view of the higher education aspect of teacher education. That view holds for special education and the rest.

10. The IHEs in the field of special education face particularly difficult problems of institutional specialization and of inter-institutional cooperation.

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[2] Bowman, J., Freeman, L., Olson, P., & Pieper, J. The University can't train teachers. Lincoln, Nebraska: The Study Commission on Undergraduate Education and Education of Teachers, Andrews Hall, University of Nebraska, 1971.

There may be need for no more than about ten really good teacher education programs for the whole nation in the special area of blindness, for example. Indeed, perhaps no more than three or four centers specializing at the level of peripatology for blind children are needed.

There are, of course, problems much closer to home for most of us, as in deciding which colleges in a state, region, or city might specialize in teaching deaf children or in the development of vocational education programs for the handicapped. As teacher education trims down its general preservice programs, there will be a general need for institutional specialization, but perhaps no more so in any field than special education. New awareness, collaboration, and generosity, along with healthy degrees of competition, are needed in this domain.

11. IHEs in special education face extraordinarily complex financial support problems which become entwined with planning. To be more specific, the federal participation is significant in support of teacher education relating to the needs of handicapped children, perhaps more than in any other field. Vocational education may be on a par with special education. This support entails efforts by the federal government to achieve coordination among its many granted training centers, for example, by building up something like a "sign off" in state department of education offices.

College departments of special education find themselves drawn to interlocking with other departments and programs in their own colleges and with local communities. At the same time, they are urged by national offices to link into the larger state and national network of specialized centers. These conditions mean that more than usual difficulty may be encountered by special education in forming coalitions which colleges may wish to negotiate on a geographical basis. More than in other departments, special education faculty must think in large, regional, state, and national frames of reference.

12. The situation is further complicated by the PBTE mandate in your state. It raises difficult technical and political questions. PBTE has great sex appeal. Political leaders want more of it than professionals are able to deliver—somewhat as in the massive demands for "evaluation" which came with the ESEA in 1965. We were caught with an ideology well ahead of our technology.

May I suggest a view of PBTE which may be oversimplified but which helps me to avoid some anxieties? Doesn't it involve mainly two things?

1. Being explicit, public, and sensible about the objectives of our teacher education programs.

2. Using criterion-based procedures to assess competencies.

These ideas of being clear about objectives and assessing their attainments carefully, come from many sources besides PBTE. One of the problems with PBTE is that many of its advocates and early examples brought in so many other elements of doubtful relevance to their central ideas.

13. As an adjunct to the PBTE mandate, we face practical problems of creating new systems for documenting the competencies of teachers and other educators. Partly, this is the problem of certification; but if I read the Fleishman report and other indicators correctly, we probably are in for a period of simplification in certification processes, at least in the field of special education. And, if states simplify their certification processes, a balancing problem is creating other systems for documenting the specific and career-long chain of developing competencies of school personnel.

Let me be a bit more specific on these points, first by discussing the simplification of certification. On a recent DELPHI[3] survey, involving about 1100 persons from many different areas of education from all parts of the nation,

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[3] Delphi Survey. Report of the Professional Standards and Guidelines Project. Reston, Va.: The Council for Exceptional Children.

respondents indicated that they believed that the number of different kinds of special education certificates offered by state departments of education would decline over the next decade. A special "leaders" group in special education, one of the subgroups on which analyses were made, indicated that, by 1983, they expected the number in the field to be down from seven or eight different kinds of certificates to just three or four. College faculty members in special education, another subgroup, predicted that we would be down to about four certificates by 1983. These certificates would be, probably, in the areas of deaf education, education of the blind, and speech correction, plus a general certificate for other special education areas.

Your own state report referred to the excessively "narrow" preparation of special education teachers and recommended that "a certificate for 'teacher of the handicapped' should be issued for instructors prepared to teach a wide range of handicapped children."[4]

If, as appears likely, it should happen that individuals will be negotiating their special education "certificates" on a more general basis with the state education department, it seems reasonable to assume that more detailed accounting will be called for elsewhere. Quite assuredly, the colleges as well as employing school districts face growing problems of assessing and documenting the specific competencies of educational personnel. These procedures will be expensive, difficult, and resisted. In the colleges, for example, it will be quite an undertaking to set up "transcript" systems on the bases of well-tested competencies rather than of course titles and grades.

I am sure that this list of concerns is too long for attention at this conference. Let me sum up their import by repeating a remark made to me

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[4] See sec. 9.94 of the Commission Report. New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education. Albany: The Univ. of the State of New York. The State Education Department, Oct. 1972.

recently: "The whole thing is up for grabs" in teacher education today. The same situation exists in many fields, of course. Recently, I served on a committee on post-baccalaureate programs at my university. After many hearings, it became clear that many of the problems faced in teacher education were also problems in nursing, forestry, fruit farming, opthamology, engineering, pharmacy, social welfare, and many other disciplines. Indeed, one might conclude that the restructuring of professional training programs ought to be done on a very broad front rather than in narrow streams. Narrow restructurings always require internal negotiations which are a difficult process in large institutions. If IHEs wish to engage the community and the profession in strength rather than in fragmented weakness, they have a difficult, major organizing problem of which, at least in some cases, they are not aware.

Rejected Models of Macrosystem Teacher Training

How, then, should we proceed into macrosystem planning: to prepare the teachers, paraprofessionals, and other personnel essential to serve the severely and profoundly handicapped?...to enhance the capacity of mainstream educators to accommodate exceptionality?...to retrain some special educators for support modes rather than special classes?...to work out the complex relations among colleges, local education agencies (LEAs), teacher associations, and students?

I wish to outline briefly four models or strategies—I am sure there are many more possibilities—through which the consortium problem might be approached. The first three models are discussed in this section; they are provided primarily for rhetorical purposes to prepare you for a discussion in which I shall advocate a particular model and discuss aspects of its application.

The Sovietized Approach

One model would involve a highly centralized analysis of needs and allocations of functions and resources deemed necessary to accomplish the desired objectives. For example, it might be decided that the state needs precisely ten specialized regional training centers relating to hearing handicaps among children. Such centers would be funded on the basis of the plans and obligations to meet needs in the prescribed regions. Institutions in a region not "selected" for such training activities would be forbidden to engage in or strongly discouraged from entering this special field; should they do so, their training would lack credibility.

This approach gives primary power to governmental officials; it could be applied on the national as well as at state levels. It has some appeal but only from the standpoint of the efficient use of resources. Such a sovietized procedure is inherently unpalatable to most Americans; we prefer our institutions to be formed mainly through the initiatives of individuals rather than by government directive. There is something to be said for a degree of healthy competition among institutions.

The IHE Dissemination Model

A second model gives to colleges and universities the primary role. It assumes that the necessary knowledges and skills are stockpiled within or could be developed by IHEs and that the main problem is diffusion or dissemination. Figure I represents this model schematically. The dotted line indicates that the IHE program might actually overlap to some extent into the public school domain, as in student teaching or other practicum experiences. This model is a close cousin to the so-called "R & D" models in which it is assumed that

Figure I

IHE Dissemination Model

research is the point of origin in knowledge, then moves to a development phase, and thence to demonstration, dissemination, and adoption phases. It is a one-way transmission from an assumed mountain top source.

In this model, the money goes to the higher education pocket. Any involvement of representatives of state education agencies (SEAs), LEAs, teacher associations, other agencies, or students is at the pleasure of the IHE. The limits of this model, indeed its arrogance, are widely known and accepted at this time, even within the universities.

Programs conducted on the IHE dissemination model are usually calculated to meet local needs in only a kind of statistical fashion; for example, they prepare the number of teachers needed for "turnover" and "growth" purposes, but they have no specific commitment to the needs of any particular community. Trainees are admitted to training on the basis of individual promise as candidates, and not on the basis of commitment to serve a specific need in a specific place. In an era of "right to education," such shotgun or statistical approaches may not meet the test.

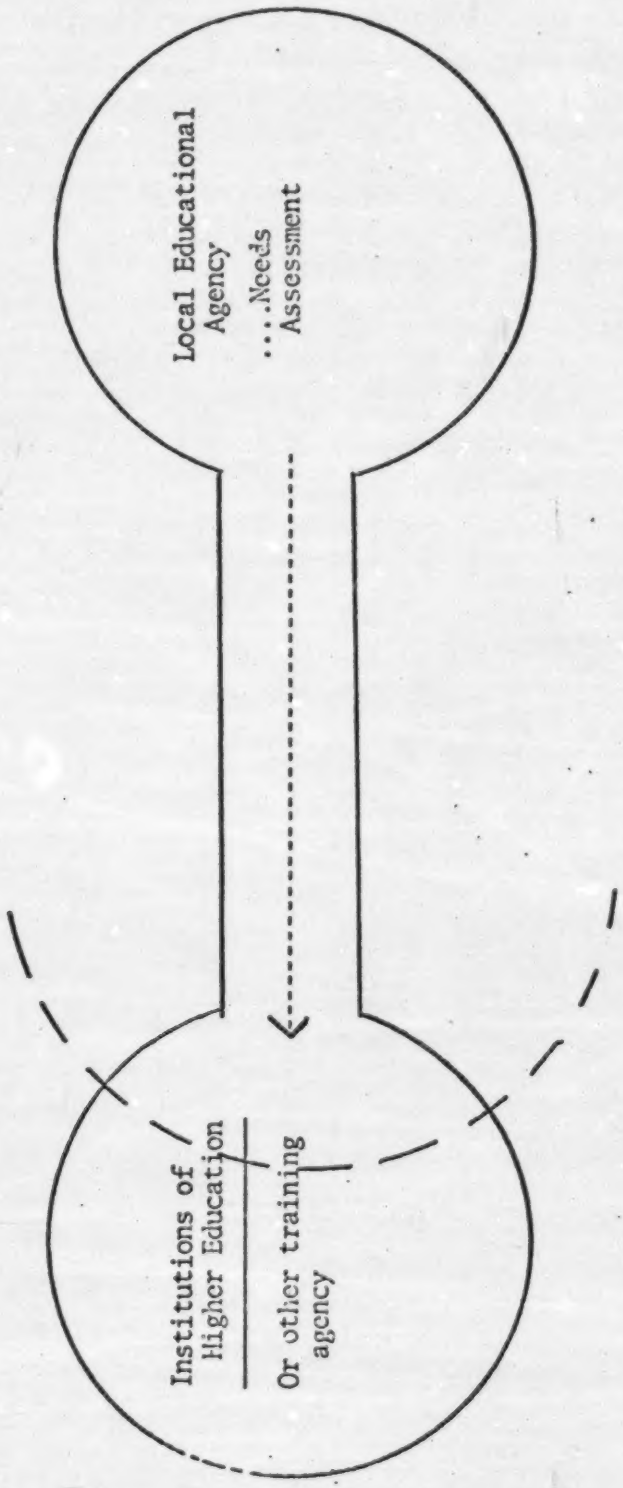
The Local Needs Assessment Model

The schematic obverse of the IHE dissemination model is what might be called the Local Needs Assessment Model (see Fig. II). Notice the one-way direction of the arrow. The dotted line indicates that the LEA overlaps with the IHE in various ways, perhaps in asking the college or university to accredit work actually offered outside the higher education framework.

In this instance, the money starts in the local pocket and the specification of the local needs is the primary activity. With data on needs at hand, there is then a mere subcontract for training—often with IHE, but sometimes with selected individuals or private corporations. Increasingly, the

Figure II

Local Needs Assessment Model



training units used are those created within the schools themselves. Certainly there is a growing tendency to call upon far-distant training resources. See for example, the Monterey Language program, the Lindsley-Pennypacker precision teaching operation, or the extern program of Nova University, or the far-flung operations of Robert Glasser, Caleb Gattegno, and others.

College staff members frequently are apprehensive about macrosystems that put them in a subcontracting role to schools. It takes financial and curriculum controls out of their hands and reduces their power to control admission criteria for trainees. Many college people are mindful of the long history of controls exercised over vocational education programs in colleges and universities through state departments of education, and of the staid values which come to permeate such programs. In a somewhat similar way, Veterans Administration Hospitals and related programs exercised a high degree of control over IHE programs in fields such as Social Work, Clinical Psychology, and Physical Medicine, just after World War II. The effects were a reflection of the values of the Veterans' programs and the neglect, for a time, of the broader and deeper values that might have emerged from a more open model.

There is much to be said for using local needs assessments as a basis for planning training programs, especially since primacy can be given to the ultimate consumer—the exceptional child. Nevertheless, a pure case of school control of training or of control by any one agency probably neglects important values, just as turning the medical school over to the local hospitals or the medical association, would entail a potentially excessive provincialism and the neglect of values which the IHE can contribute from other frames of reference.

The Voluntary Collaboration Model

What I have termed the "Voluntary Collaboration Model," would call upon all agencies to plan training programs in sensitive and generous cooperation with others. In drafting materials recently for CEC's project[5] on professional standards and guidelines, I phrased standards and examples like those that follow. The proposed standards are in all CAPS, followed by examples and nonexamples.

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[5] The Project on Professional Standards and Guidelines is a BEH/USOE-supported activity. It is now in the early draft stage. The report is highly process oriented to training program standards, that is, it does not propose specific, substantive standards for the training of personnel for roles of any kind, rather it suggests guidelines for decisions about roles, functions, and related training programs. The Council of Exceptional Children initiated the project.

TRAINING CENTERS SHOULD DECIDE UPON THE TRAINING PROGRAMS THEY WILL CONDUCT IN SENSITIVE COOPERATION WITH OTHER AGENCIES AFFECTED OR INTERESTED, AS A WAY OF ENHANCING THE PLANS OF ALL CONCERNED, OF ADVANCING COOPERATIVE ENTERPRISE FOR THE FUTURE AND OF CONSERVING RESOURCES.

Examples: A state department of education invites college representatives to participate in a system for assessment of needs for new teachers and inservice education in the several regions of the state.

College and local school representatives meet regularly each fall to plan coordinated training and service programs for the next summer.

College staff, local directors, and the state director of special education design a cooperative three-year plan to upgrade teacher preparation to deal effectively with children who show extreme behavior problems.

A division of CEC assesses carefully the needs for continuing education of college professors in a given domain and organizes the necessary programs.

Nonexamples: A university announces an "Evening Class Schedule" for inservice teachers without consultation with anyone but the professors involved.

A college offers "learning disability" extension courses in more or less random locations to volunteer enrollees, without attention to programatic needs in any area.

A state department of education offers inservice training on "program evaluation" to local administrators of special education, without informing or inviting local college staff members who will later be involved.

IN DOMAINS IN WHICH ONLY A LIMITED NUMBER OF HIGHLY SPECIALIZED TRAINING CENTERS ARE NEEDED, IT IS DESIRABLE THAT EXISTING CENTERS TAKE LEADERSHIP IN DEFINING A DISTRIBUTION OF ACTIVITIES SUCH THAT TRAINING PROGRAMS FOR TEACHERS AND OTHER PERSONNEL WILL RESULT IN SERVICE TO EVERY EXCEPTIONAL CHILD—NO MATTER WHERE HE LIVES.

Examples: Institutions preparing teachers in a low incidence area jointly sponsor an annual meeting to share information on training needs, resources and plans.

The U. S. Office of Education sponsors a program of recurring needs assessments for specialized personnel in low-incidence areas.

After careful study and advice, the U. S. Office of Education decides to limit its support to three centers for preparation of peripatologists.

Nonexamples: A highly specialized preparation center prepares a substantial number of capable teachers but takes no basic responsibility for placement of them where needs are greatest.

A specialized low-incidence preparation center offers practicums for teacher trainees only in its own enriched laboratories and, in effect, fails to prepare teachers for services in poorly staffed rural areas where they are needed.

Directors of training centers in low-incidence areas take no responsibility for national needs-assessment and planning, while claiming national impact.

COLLEGES AND UNIVERSITIES SHOULD UNDERTAKE PROGRAMS FOR THE PREPARATION OF SPECIAL EDUCATION PERSONNEL ON THE BASIS OF PLANNING WHICH INCLUDES AWARENESS OF AND CAREFUL DELIBERATIONS ON RESOURCES AND COMMITMENTS OF OTHER INSTITUTIONS WHICH MAY HAVE SIMILAR MISSIONS AND PROGRAMS, THE OBJECTIVE BEING THAT TRAINING RESOURCES ARE CONSERVED AND THAT, IN BROADEST PERSPECTIVE, THE FIELD SHALL HAVE A BALANCED AND COMPREHENSIVE SET OF TRAINING PROGRAMS CAREFULLY ATTUNED TO THE NEEDS OF CHILDREN.

Examples: The state department of education publishes a report and convenes an annual meeting of college and university representatives to review training resources and productivity of each training program—as a means of encouraging interinstitutional awareness and planning.

Colleges of a state regularly share tentative plans for summer training programs one year in advance, so that programs will complement and not duplicate one another.

A University decides to close a training program relating to hearing impaired children, because another nearby institution has a strong program which supplies all needs in the area.

Nonexamples: A college proceeds to organize the third program for preparation of "teachers of the visually handicapped" in the state without reference to established programs.

Teachers of the "trainable retarded", after neglect for years, receive invitations to two summer training programs from different colleges for the same month.

Three training centers in the same area are simultaneously developing "packaged" training modules on behavior modification procedures.

WHEN A GIVEN COLLEGE OR UNIVERSITY DECIDES ON THE DOMAINS OF SPECIAL EDUCATION IN WHICH IT WILL AND WILL NOT OFFER PREPARATION PROGRAMS IT SHOULD CONTINUE TO SEEK AWARENESS OF NEEDS IN ALL DOMAINS, INCLUDING THOSE IT LEAVES VACANT IN ITS OWN OFFERINGS, AND SUPPORT OTHER INSTITUTIONS WHICH UNDERTAKE PROGRAMS IN THOSE "VACANT" AREAS.

Examples: A college which does not offer specialized preparation in a given area, such as braille and mobility instruction for blind children, helps to recruit and refer promising students to institutions having strong programs in those areas.

A state department of education, in announcing its annual sequence of training institutes, also lists relevant training sessions to be conducted by other agencies in the same period.

A college which does not have a program relating to profoundly retarded children nevertheless considers hosting a summer program in that field in cooperation with several other agencies when needs become apparent.

Nonexamples: A college staff which offers "speech correction and mental retardation" programs has no apparent interest or current information on programs for the hearing impaired.

A student who expresses interest in teaching the blind is recruited instead to another field because that is what the local college offers.

Brochures which announce highly specialized training programs in "other" colleges and states are given minimal prominence.

Clearly, it is desireable that agencies should cooperate with one another, in the ways illustrated in the guidelines, as a means of encouraging mutual development, efficiency, and comprehensiveness. Since purely voluntary cooperation is difficult to achieve, incentive systems may need to be added. I take it that the Regents' action in New York may provide that kind of goading and reinforcement. Similarly, professional organizations can add force. It appears that CEC's current project on professional guidelines is doing that. In effect, it is saying that training programs, wherever conducted, will not be considered creditable unless they are designed in consortium arrangements and with due attention to larger sets of needs and resources in the regional, state, and national framework. In effect, this is an option for the "voluntary collaboration" model but with strong obligations to justify decisions made. It chooses an alternative at the far extreme from what I call the Sovietized model, but it proposes a hard test or standard of accountability to be met by decision makers.

Quite obviously, my preferences are on the side of the voluntary collaboration consortium model. But, clearly, that says too little. Much remains to be worked out. In this context, let me suggest one set of ideas that may be helpful. It involves a concept of problem solving in complex consortium arrangements coming from the work of Professor Havelock at the Center on Dissemination and Utilization of Knowledge, at the University of Michigan.

Perhaps one of the questions to be asked as consortiums are formed is, what are the criteria by which one might test the consortium? Consider the following:

1. It increases communication among all units involved. For example, If IHEs, LEAs, and teacher associations are involved, the communication ought to be two-way and not one-way between all parties, and the consortium should yield increasing amounts of dialogue.

2. It increases understanding of the problem-solving modes of all institutions involved. If IHE, SEAs, LEAs, and teacher associations are to work together, for example, the people involved from any one agency should demonstrate growing understanding and ability to simulate problem-solving activities and to respect the values of people in other agencies.

3. The model should result in satisfying the standards of quality held in the several institutions involved. For example, a cooperative program for teacher education should provide simultaneously, in a single setting, for the effective instruction of both teachers and children and it should help to create general knowledge while serving particular needs effectively.

4. It should provide for the enhancement of the capacity of all involved institutions or groups to conduct improved training in the future in whatever domains may be involved. In other words, all parties should have learned from the experience and specific efforts should have been made to capture or "package" the best of the program elements.

5. It should provide for the delivery of all relevant knowledge to service settings; equally, however, it should serve to inform research and development personnel of the real problems in field situations as known to teachers, students, and others. This process may involve development of linkages to research and development personnel at remote places, to supplement the local resources.

A schematic representation of the Problem-Solving Model[6] is provided in Figure III.

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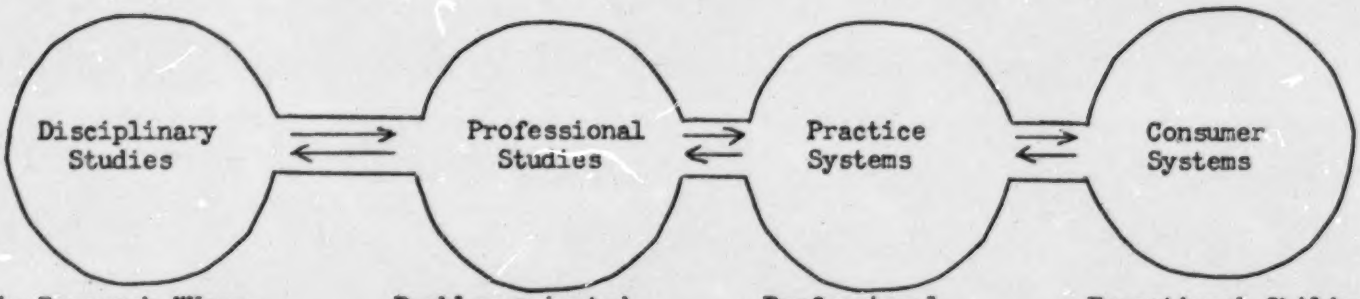
6 Adapted from Havelock, R. G. Planning for innovation through dissemination and utilization of knowledge. Ann Arbor: Institute for Social Research, Univ. of Michigan, 1969.

Figure III

Macrosystem Model



Basic Research "Unencumbered" knowledge Usually in liberal arts and sciences colleges	Problem-oriented—usually in colleges of education or other professional units Applied Research and Development "Encumbered" knowledge	Professional organizations Standards, communication, advocacy, jurying, protection	Exceptional Children Schools and special institutions serving children Parents
Psychology, Math, Genetics, Linguistics	IHE depts. of Special Education	CEC, AAMD, ACLD, TAG, Local and State Teachers' Assns. & Unions	Special education and other programs for exceptional children

Notes:

... The model proposes continuous two-way linkages between the University, professional associations, and the schools; these may be thought of as diffusion and needs transmissions (see two-way arrows in figure).

... Professional Studies departments in IHEs would engage in continuous two-way communications with the central or "inner core" disciplinary structures of the University.

... The Professional Studies departments would inform the disciplinary units concerning needs it discovers in practice and consumer systems and help screen for relevant basic knowledges. They would serve also to draw talents from the total university structure to concerns and appreciations in community settings. They would also scan and search beyond their own universities for relevant knowledge and systems for influencing practice.

... The Professional Studies departments would also design their activities (training, research, and service) in concert with agents of the practice and consumer system.

... In a similar fashion, agencies representing practice or professional systems (such as Teacher Associations or Unions) would link two ways: to the Professional units in IHEs for partnership in continuing education and professional development, and to the Consumer System (e.g., local school districts) for organizations of inservice education activities and for general operations in accordance with high standards.

It is important to see this model as not simply a Research → Development → Diffusion Model; nor as a way of making IHEs into mere subcontractors to LEAs, SEAs, or teacher associations. The model proposes more than a system for soft interactions and mutual stimulation and consultation at points of shared interests. Instead, it proposes a strong partnership in which needs assessments, resource analyses, and planning are cooperative efforts with inputs from and major effects of all concerned. Problems are identified cooperatively, alternatives are generated and evaluated, and decisions are made accordingly. The summative result is a new paradigm for consortium operations.

In the problem-solving voluntary framework proposed here, the IHE is seen as the expert in the creation of training systems, rather than as the operator of a relatively stable set of programs. It is prepared to help design retraining programs for secretaries, teachers, principals, parents, school boards, superintendents, and others; and it does so in the context of varieties of other activities, including evaluation, research, writing of technical reports, and the like. In this mode of operation the IHE does not give up its desire to create generalizable knowledge; that desire and drive are as great as ever. What is new is its interaction in parity with other institutions, with all of their realities and encumbrances in field situations to solve educational problems.

I believe that collaborative problem-solving behaviors of such positive design as I've just tried to portray for you present not only the opportunity for exciting and important work by the colleges but also, I believe, it offers the kind of framework for IHEs to recover some of the public appreciation and support that now tends to be diminishing.

The needs of special education at this time provide a valid starting point for operation of a problem-solving voluntary coordination or consortium model. However, it can and should involve much more than just special educators. The concepts and skills needed to solve special education problems reach to regular as well as special educators, and to administrators, school board members, and the community at large. We need more than replication of static training modules; there are needs for consultation, technical assistance, information services, flexible training programs, research, and evaluation. The college that enters a consortium to solve special education problems will bring, I hope, the full range of its talents to the scene; and while working on the particular problems of the moment it will seek to grow in ability to formulate approaches to problems elsewhere. I am saying that special educators in colleges should not neglect to bring their colleagues from other departments with them as they enter consortiums to help solve special education problems. One of the immediate problems, scheduled for much attention at this conference, is the implementation of PBTE systems.

Permit me to conclude with a few added thoughts or moralisms about consortiums. For all I know, these ideas will disappear in the heat of experience like frost patterns in the sun.

1. Avoid narrowly based, fixed consortiums that establish territorial rights. There is a tendency for colleges to divide up the territory in setting up consortium arrangements. This tendency can lead to all of the provincialism and inbreeding of ward politics and sow the seeds for undoing the system itself. It will not work for all fields, particularly not for special education, so general coterminous regions are just not realistic. Finally, it leaves some colleges with no place to go or with a terrible "buy-out" cost if the regional partnership does not work.

Should we, instead, not seek intermittent relations with various school districts, associations, and agencies, offering supports where they are most needed and will most profit all the participants. In this framework, one sees the IHE as a growing resource, but one which creates ad hoc relations with particular agencies, perhaps within the framework of a broad state plan. This characteristic of IHEs makes it possible for particular relations to be started with only "little" problems, if they are all we can handle, and then to grow from there—or even not to grow, but to discontinue for a time a given line or place of work.

2. In negotiating consortium arrangements, it should be recognized that a variety of control procedures are necessary; they will obviate any general negotiations on power or control. For example, in the introductory phases of their training, trainees need simplified situations, probably under high control by the training agency, to facilitate clear discrimination of concepts and practice of skills. Later, trainees will need to meet all of the complexities of the real field situations, which is in high control by the employing school agency. What we face, then, are needs for careful analysis of tasks and political negotiations for a continum of interactions and arrangements of responsibility.

Let me close with a plea for a generous degree of trust as you enter discussions about complex new relations. Faced with the inexorable demand for change and relatively impermeable institutions, we are in a potentially explosive situation. Unless we take care, we may come to distrust one another and start setting up rules and procedures which will stifle every good and lively intention we may have had.

There is in special education altogether too much distrust: by legislators who distrust bureaucrats and virtually all professionals, by central office

bureaucrats who distrust local bureaucrats and professional associations, by legalists who take their court-won victories as a mandate for excessive and hostile regulation writing, by local bureaucrats and professionals who distrust national leaders who may write unnecessary restrictions into programs, by parents who distrust all professionals and the schools, and by college professors who distrust union and association officers. Because of this lack of trust, almost everyone seems to be building procedures to protect those interests that he sees as of major importance and to force a kind of accountability to others. The problem is that the procedures themselves may become so burdensome that as we try new consortium arrangements they will dull the edge and slow the thrust of implementing program goals which may have been based on magnificent principles.

Speaking generally of trends in our society, Richard Goodwin[7] said recently,

> Our humanity is being consumed by the structure itself: by the ruling constituents—the institutions, the relationships, the consciousness, and the ideology—of the process that contains modern America. Our possibilities and our awareness of possibility are mutilated by the growing strength and effectiveness of that process (p. 86).

Let us not dull and mutilate the promises we make to exceptional children in this state by letting ourselves become consumed by mistrust. You represent the resources for a magnificent enterprise, but success will call for much mutual trust, statesmanship, and skill.

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[7] Richard N. Goodwin. Reflections (The American Social Process-III). The New Yorker. Feb. 4, 1974.